



## Item No. 13

Meeting Date

Wednesday 19<sup>th</sup> February 2020

### **Glasgow City Integration Joint Board Finance, Audit and Scrutiny Committee**

**Report By:** Pat Togher, Assistant Chief Officer (Public Protection and Complex Needs)

**Contact:** Jim McBride, Head of Criminal Justice and Homelessness Services

**Tel:** 0141 287 4028

#### **STATUTORY HOMELESSNESS DUTY UPDATE**

<b>Purpose of Report:</b>	To update the IJB Finance, Audit and Scrutiny Committee on homelessness performance reporting in Glasgow and to provide a series of actions to improve operational performance.
---------------------------	---

<b>Background/Engagement:</b>	Through the process of accurate HL3 reporting Glasgow has confirmed occasions where it falls short of its statutory obligation to ensure those who present as homeless are offered appropriate emergency accommodation. The challenges in securing emergency accommodation has resulted in Glasgow being subject to a voluntary intervention by the Scottish Housing Regulator (SHR). The most recent phase of which involves an on-sight inspection whereby the Council's ongoing improvement plan will be tested by the SHR. The recent publication of the Bi-annual Temporary Accommodation Statistical Return to the Scottish Government (HL3) has confirmed that other Local Authorities face challenges in securing emergency accommodation for homeless households at the point of presentation. However technical issues with the HL3 return has prevented accurate reporting therefore making performance comparisons with Glasgow difficult to obtain. In this regard information contained in the bi annual report confirms that a failure to meet statutory requirements are not unique to Glasgow.
-------------------------------	---

**OFFICIAL**

<b>Recommendations:</b>	<p>The IJB Finance, Audit and Scrutiny Committee is asked to:</p> <ul style="list-style-type: none"><li>a) Note the challenges and complexities associated with consistent performance reporting across local authorities;</li><li>b) Note the comparisons between Glasgow and other Local Authorities with regards formal performance measures; and</li><li>c) Note Glasgow's commitment to achieving the key objectives and targets associated with the RRTP through proposed changes to performance reporting arrangements.</li></ul>
-------------------------	--

**Relevance to Integration Joint Board Strategic Plan:**

The delivery of an effective response to the prevention of and management of homelessness is one of the key elements of the 2019-2022 IJB Strategic Plan and will continue to remain a key priority.

**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	This plan relates to all of the National Health & Wellbeing Outcomes but is specifically relevant to Outcomes 2, 3, 4, 5, 7 and 9.
--	--

<b>Personnel:</b>	There are no immediate personnel implications linked to this report.
-------------------	--

<b>Carers:</b>	No implications.
----------------	------------------

<b>Provider Organisations:</b>	Discussions underway with key Statutory and Third Sector partners to develop plans as aligned with Phase 1 recommendations to Rapid Rehousing Transition Planning (RRTP) focussing on year 1 priorities.
--------------------------------	--

<b>Equalities:</b>	Plan intends to develop prevention strategies as well as address multiple disadvantage & complex needs associated with Homelessness.
--------------------	--

<b>Fairer Scotland Compliance:</b>	The RRTP will contribute to efforts to alleviate the impact of socioeconomic disadvantage experienced by service users in Glasgow City.
------------------------------------	---

<b>Financial:</b>	External Interim and initial financial allocation from Scottish Government for implementation plans and year 1 priorities now identified and being implemented.
-------------------	---

**OFFICIAL**

## OFFICIAL

<b>Legal:</b>	Non-compliance with Housing legislation can potentially lead to court action where the council could incur legal costs and reputational damage.
<b>Economic Impact:</b>	Through prevention and improved response to managing homelessness services it is expected that there will be a reduction in the financial and social impact of rough sleeping and the wider homelessness agenda.
<b>Sustainability:</b>	To be determined as initial financial allocation will focus on year 1 of 5 year RRTP. Further national discussions to follow regarding local authority allocations beyond year 1.
<b>Sustainable Procurement and Article 19:</b>	No implications.
<b>Risk Implications:</b>	Risk Register being developed as part of plan and will be aligned to a developing performance and outcomes framework.
<b>Implications for Glasgow City Council:</b>	Will align to GCC Begging Strategy. The RRTP will further develop a multi partnership response to addressing rough sleeping, homelessness with an emphasis to tackling multiple& complex needs.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	Further development of in-reach treatment pathways and continue promotion of early intervention health improvement pathways.

## 1. Purpose

- 1.1 The purpose of this report is to update the IJB Finance, Audit and Scrutiny Committee on homelessness statutory responsibilities including performance reporting and sets out detailed analyses of the challenges faced by Glasgow set in a Scottish context drawing on comparisons with other Local Authorities.
- 1.2 This information should be seen in the context of recent progress particularly in relation Housing First, Rapid Rehousing Transition Planning (RRTP) objectives and more recent engagement with the Scottish Housing Regulator (SHR).

## 2. Homelessness Applications

- 2.1 In accordance with the Scottish Government Bi Annual Statistics report there were 18,646 applications for homelessness assistance in Scotland between 1<sup>st</sup> April 2019 and 30 September 2019. A link to the Bi-Annual Report can be found [here](#).

## OFFICIAL

## OFFICIAL

- 2.2 Whilst Glasgow accounts for 12% of the total population of Scotland, it accounts for 16% of all homelessness applications (2,983 during 6 month reporting period) illustrating significant volume challenges in relation to the prevention and alleviation of homelessness
- 2.3 Between September 2018 and September 2019 Glasgow experienced the greatest increase in the number of applications from 5,274 to 5,873 (an increase of 599 or 11%). Perth and Kinross saw the biggest decrease from 1025 to 780 (decrease of 245 or 24%).
- 2.4 Glasgow's increase in homelessness presentations is a consequence of a number of factors including an increase in households seeking assistance having been given some form of leave to remain by the Home Office alongside a general increase in requests for homelessness assistance.

### 3. Temporary Accommodation

- 3.1 As at September 2019, there were 11,432 households in temporary accommodation across Scotland, an increase of 477 households (4%) compared with the previous year.
- 3.2 Twenty Local Authorities experienced an increase in the number of households in temporary accommodation which included Glasgow with an increase of 8% when compared to the previous year. By way of context the average increase was 12% across all local authorities with a range between 1% and 59% increase.
- 3.3 The average length of time spent in temporary accommodation in Scotland is 112 days which varies from 43 days to 237 days across Local Authorities. Whilst Glasgow sits below average with 103 days there is considerable focus on reducing this figure in keeping with RRTP key objectives.

### 4. Unsuitable Accommodation Order

- 4.1 Glasgow Council is permitted to use bed and breakfast accommodation for families with children and pregnant women for up to seven days in exceptional circumstances. Councils are required to report breaches of the order. During the period 1<sup>st</sup> April 2019 until 31<sup>st</sup> September 2019 there were 21 breaches of the order across Scotland. Glasgow accounted for 4 of these breaches.

	Unsuitable Accommodation Order Breaches Q1/2 2019			
	30-Jun	30-Sept	Total April to Sept	%
Glasgow City	1	3	4	19%
East Renfrewshire	0	1	1	5%
Edinburgh	4	12	16	76%
Scotland	5	16	21	100%

## OFFICIAL

### 5. Housing First

- 5.1 The Housing First approach sits within a context of “rapid rehousing” and it is a well evidenced approach to tackling homelessness radically changing our response to those with the most complex housing needs.
- 5.2 Since its inception the HSCP’s Housing First Assessment Team have developed a Housing First partnership with the city’s Housing First Consortium, Registered Social Landlords (RSL) and other key statutory and third sector partners, who have worked collaboratively to achieve a single common shared approach for Housing First in Glasgow.
- 5.3 Glasgow currently supports 101 (47%) of the total (216) Housing First cases across the five Local Authorities who have engaged with this programme since September 2018.
- 5.4 Of particular note is the fact that Glasgow has sustained 91% (92) of all Housing First cases in their tenancies which demonstrates the sense of commitment and engagement with our most complex service users.

### 6. Provision of Permanent Tenancies

- 6.1 Central to achieving the Rapid Rehousing Transition Planning vision, is to ensure all homeless households in Glasgow access settled housing quickly and effectively. This in turn will relieve pressure on temporary accommodation and ensure that we are able to respond well to households seeking emergency accommodation.
- 6.2 Glasgow City HSCP is working well with the City’s RSL’s to agree a framework of local targets for the provision of settled lets for homeless households. Glasgow City’s RSLs and the HSCP have established a network of Local Letting Communities to support the development of joint working. Through the life of the RRTP we are likely to see an increase in the number of lets to homeless households. Performance in relation to the provision of settled accommodation will be subject to further reporting to the IJB.

### 7. Update

- 7.1 Despite the extent of this activity and positive trajectory Glasgow continues to experience problems housing all of those who present as homelessness however problems regarding the accuracy of these figures have also compounded the problem.
- 7.2 In preparation for the implementation of the HL3 data recording system Glasgow Homelessness Services created a bespoke recording and reporting system to capture the data required for the statistical return. As the HL3 has rolled out we have identified a series of inputting and recording anomalies that lead to a lack of clarity in some elements of Glasgow’s performance relating to the offers and acceptances of accommodation. This has created further inaccuracies in data reporting and as a result the reported performance for 2018/19 does not reflect the performance of

## OFFICIAL

## **OFFICIAL**

Glasgow Homelessness Services. The recent Bi Annual Report has since confirmed that these challenges are not unique to Glasgow.

- 7.3 Glasgow Homelessness Services information has confirmed that in 2018/19, 4667 households made requests for temporary accommodation of which 4095 (88%) received at least one offer of accommodation. The remaining 572 (12%) households who did not receive an offer of temporary accommodation were often due to the lack of provision on the day the accommodation was required.
- 7.4 The SHR Annual Return on the Charter (ARC) for Glasgow for 2018/19 indicates that the percentage of households requiring temporary or emergency accommodation to whom an offer was made was 67%. In the same period the City of Edinburgh reported that 84% of households were made an offer.
- 7.5 At present there remains unresolved issues over other Local Authorities recording and reporting practices in relation to the provision of temporary accommodation therefore any comparisons with other Local Authorities requires caution and is likely to change.
- 7.6 Glasgow City HSCP has recently produced a data improvement plan with SHR and Scottish Government for 2019/20 which will promote confidence in the HL3 data return to the Scottish Government and Housing Regulator in the future.

## **8. Statutory Compliance**

- 8.1 In relation to recent HL3 return figures Glasgow are therefore not operating in full compliance with Part II of the Housing (Scotland) Act 1987 (as amended by the 2001 and 2003 Acts) which sets out the powers and duties of local authorities in dealing with applications from people seeking help on the grounds that they are homeless or threatened with homelessness.
- 8.2 Section 29 of the 1987 Act requires Local Authorities to provide emergency accommodation where they have a reason to believe that the household is homeless. The Authority must endeavour to make the accommodation available until they have discharged their homelessness duties under the 1987 Act.
- 8.3 The challenges in securing emergency accommodation has resulted in Glasgow being subject to a voluntary intervention by SHR. The most recent phase of which involves an on-sight inspection whereby the Council's performance in relation to its statutory duties and ongoing improvement plan will be tested by the SHR.
- 8.4 As HL3 recording systems have become more established within other Local Authorities reporting structures, it is now clear that challenges in relation to providing temporary accommodation for households experiencing homelessness are not unique to Glasgow, with Edinburgh City Council now also reporting failures to provide temporary accommodation for the first time.

As the HL3 reporting becomes more consistent within Local Authorities it is likely that we will see an evolving picture in relation to the reporting of Local Authorities performance in relation to the provision of temporary accommodation.

## **OFFICIAL**

## OFFICIAL

- 8.5 In this regard the SHR continue to liaise with the Scottish Government regarding Glasgow's HL3 analysis, ensuring continuous update on improvement plans and promoting strong accountability across all local Authorities. Until consistency in reporting is achieved benchmarking across all local authorities will be difficult to achieve.

### **9. Performance Reporting**

- 9.1 Since quarter two (July 2019) Glasgow has introduced increased accountability and governance arrangements to reflect the strength of commitment towards performance reporting.
- 9.2 These arrangements include 4 weekly performance accountability meetings chaired by Assistant Chief Officer for Public Protection and Complex Needs with accompanying performance and finance reports aligned to the three Homelessness Casework Teams operating across Glasgow and also includes Homelessness Residential Care and Asylum Refugee Services.
- 9.3 This process has generated greater scrutiny on Homelessness performance by ensuring improvements in accurate data analyses and focused attention on areas such as the % of decisions made within 28 days of initial presentation where Glasgow now achieves the target of 95%.
- 9.4 Glasgow is also on course to achieve performance targets in relation to the volume of new resettlement plans as well as reducing volume of households reassessed as homeless by end of quarter 4 (March).
- 9.5 Performance reporting has also been supported by Glasgow's commitment to formal supervision across all homelessness services which has included a recent refresh and accompanying training for all new and existing managers across the service. We will also ensure the frequency and standard of supervision continues to be monitored with planning underway for formal scrutiny and audit review later this year.
- 9.6 It is however acknowledged that existing key performance indicators as described above are not specifically compatible with the objectives and targets set out in the RRTP plan;
1. Reduce time in temporary accommodation by more than 50 %
  2. Eradicate the use of bed and breakfast accommodation for homeless people
  3. Reduce the supply of temporary furnished flats by 1,000 units
  4. Reduce the supply of hostel provision by 500 units
  5. Develop 600 Housing First tenancies for the City's most complex and disadvantaged service users
  6. Invest savings in the delivery of person-centred floating support services.

## OFFICIAL

## OFFICIAL

- 9.7 In rectifying this situation Glasgow will now realign performance reporting via the introduction of the RRTP steering group. This group is represented by all key members of Glasgow Homelessness Services including RSL, voluntary sector and those with lived experience ensuring constant focus on performance and instilling greater collective ownership of the vision for rapid re housing in Glasgow.
- 9.8 It is therefore anticipated that the RRTP steering group will report routinely on the associated investment into Homelessness Services in Glasgow and govern performance accordingly ensuring targets remain on course for achieving the key objectives over the lifetime of RRTP 2019/20-2023/4.

## 10. Recommendations

- 10.1 The IJB Finance, Audit and Scrutiny Committee is asked to:
- a) Note the challenges and complexities associated with consistent performance reporting across local authorities;
  - b) Note the comparisons between Glasgow and other Local Authorities with regards formal performance measures; and
  - c) Note Glasgow commitment to achieving the key objectives and targets associated with the RRTP through proposed changes to performance reporting arrangements.